Government of Saskatchewan

Annual Report 1985-86

Saskatchewan Justice

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Letters of Transmittal

December 1, 1986

The Honourable F.W. Johnson
Lieutenant Governor
Province of Saskatchewan
Regina, Saskatchewan

May It Please Your Honour:

I have the pleasure to transmit to your Honour the Annual Report of the Saskatchewan Department of Justice for the Year ending March 31, 1986.

Respectfully submitted,

The Honourable Bob Andrew
Minister of Justice
and Attorney General

December 1, 1986

The Honourable Bob Andrew
Minister of Justice
and Attorney General,
Province of Saskatchewan
Regina, Saskatchewan

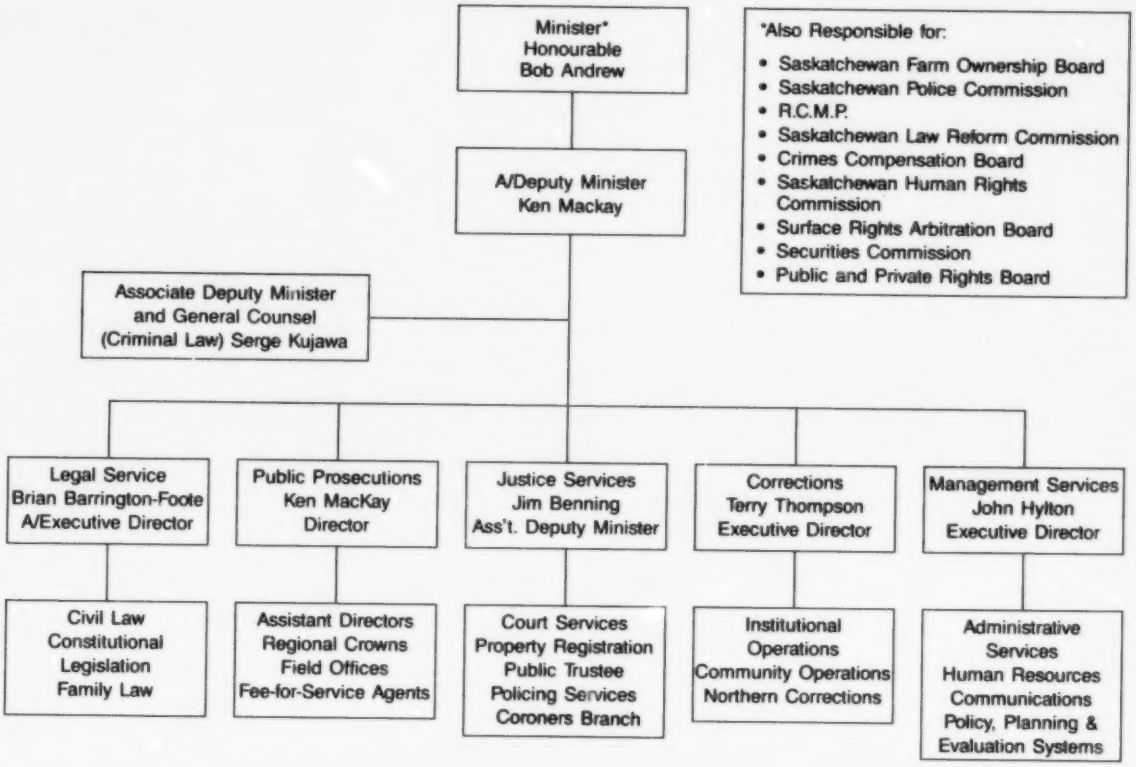
Dear Mr. Andrew:

I have the honour to submit for your consideration the Annual Report of the Saskatchewan Department of Justice for the Year ending March 31, 1986.

Respectfully submitted,

Kenneth W. MacKay, Q.C.
A/Deputy Minister of Justice
and A/Deputy Attorney General

Figure 1
Saskatchewan Justice — Organization Chart



Introduction

The Department of Justice was established on May 1, 1983, as part of a government-wide organization of functions and responsibilities. The primary goal of these organizational changes, which included the consolidation in one department of the functions of the former Attorney General's Department, the Provincial Adult Corrections Services, and the constitutional affairs function of the former Department of Intergovernmental Affairs, was to achieve improved co-ordination and increased efficiency in the delivery of provincial justice services.

By the terms of The Department of Justice Act, the Minister of Justice is ex-officio the Attorney General and, in that capacity, continues to have the constitutional and legal responsibilities traditionally associated with that historic office. Certain of those responsibilities relate to his special role in Cabinet and for that purpose the Minister is described as the legal member of the Executive Council. He is the legal advisor to the Crown. Among his duties are:

(a) ensuring that the administration of public affairs is in accordance with the law;
(b) superintending all matters connected with the administration of justice in Saskatchewan that are within the constitutional jurisdiction of the Province; and
(c) providing legal advice to the Government of Saskatchewan and conducting all litigation for or against the Crown.

The mandate of the Department includes providing for:

(a) policing, with respect to those laws which the Province is responsible for enforcing (this being done by the Royal Canadian Mounted Police under a contract between the Province and the Government of Canada);

(b) the prosecution of offences under the **Criminal Code** and provincial statutes, through the office of the Director of Public Prosecutions;

(c) court support services to the Court of Appeal, the Court of Queen's Bench and the Provincial Court of Saskatchewan;

(d) the provincial corrections system;

(e) the provincial coroners' system;

(f) the operation and management of the provincial land titles and personal property registration systems;

(g) the operation and management, through the office of the Public Trustee, of systems for the administration of estates of the mentally incompetent and minors; and

(h) legal advice to the Government and conducting all litigation for or against the Crown.

There are a number of Boards and Commissions which report to the Minister. While the budgets of these Agencies are included within the budget of the Department, owing to their independent statutory nature they are not managed by the Department. These include the Saskatchewan Human Rights Commission, the Saskatchewan Police Commission, the Law Reform Commission of Saskatchewan, the Farm Ownership Board, and the Saskatchewan Securities Commission.

The action taken to consolidate justice-related functions in one department was the first step in a modernization process which is now underway. This process includes a continuous process of re-evaluation to identify improvements which can be made in the provision of justice services. This has enabled the Department, in a time of fiscal restraint, to improve the level of service provided to traditional users — the courts, the Bar, the commercial sector, and other government departments — as well as to respond to identified needs and problems in society: crime victims, families, women, children and the elderly.

Part of this ongoing evaluation to improve service includes a reivew of organizational structure. In the 1985-86 fiscal year the Department of Justice underwent further organizational change to improve efficiency. These changes included:

- transfer of the legislative drafting function to the Department from the office of the Legislative Counsel and Law Clerk:
- transfer of the responsibility for the Securities Commission to the Department;
- establishment of a Family Law Unit, now operational in Saskatoon and Regina;
- establishment of the Maintenance Enforcement office to implement the enforcement of family support orders issued by the Court; and
- transfer of the Communications Policy Branch and the Public Utilities Review Commission to the Department of Finance.

As well as improving the organizational structure, during 1985-86, the Department introduced initiatives in the area of automation to improve service delivery, including:

- implementation of the JAIN system throughout the province to provide automated support to court and prosecutions offices;
- evaluation of enhancements needed to accommodate the requirements associated with the federal **Young Offenders Act** on the JAIN system;
- system improvements to incorporate the Provincial Court Management Information system into the provincial JAIN network;
- development of an automated system to accommodate the administrative and reporting functions of the Automatic Enforcement of Maintenance Orders program;
- expansion of the Department's office automation program.

In addition to the organizational and productivity efficiencies achieved during the 1985-86 fiscal year, the Department undertook a number of other initiatives to improve justice services to the province. These included:

- the successful implementation of the Automatic Enforcement of Maintenance Orders program — designed to remove the burden of enforcing family support payments from the shoulders of dependent children and adults;
- introduction of **The International Child Abduction Act** to discourage international child abduction and give effect in Saskatchewan to the Hague International convention on the Civic Aspects of Child Abduction;
- implementation of new police and prosecution policies to address the serious problem of spousal abuse;
- strong representation to the Fraser Commission on pornography;
- signing of a new 10 year Exchange of Services Agreement with the federal government. This agreement will allow the Department to keep Saskatchewan offenders sentenced to federal institutions, within Saskatchewan. This will put inmates in closer contact with the social support network of family and friends which is central to the rehabilitation process.

As well, a number of changes took place among the Department's management personnel during the course of the fiscal year under review:

- Betty Ann Pottruff was appointed Director of the Family Law Unit effective July 1, 1985.
- Rick Jorgensen was appointed Director of Communications effective July 1, 1985.
- Donna Gillman was appointed Director of the Maintenance Enforcement Office effective August 26, 1985.
- Ellen Gunn was appointed Director of the Policy, Planning and Evaluation Branch effective February 1, 1986.
- Bob Richards was appointed Director of Consitutitional Law effective July 1, 1985.
- Gordon Wentworth was appointed Director of the Battlefords Community Correctional Centre effective September 9, 1985.
- Garnet Holtzman was appointed Director of Legislative Drafting effective November 4, 1985.
- Brian Barrington - Foote was appointed as Co-ordinator, Constitutional Relations, effective June 1, 1985.

The Department is pleased with the progress made in a number of significant areas during 1985-86. The task of self-evaluation to further improve service to meet the changing needs of today's society will, however, continue to be a priority of the Department in the coming year.

Figure 1

Saskatchewan Department of Justice
Percentage Allocation of Departmental Expenditures

1985-86
(105.0 million dollars)

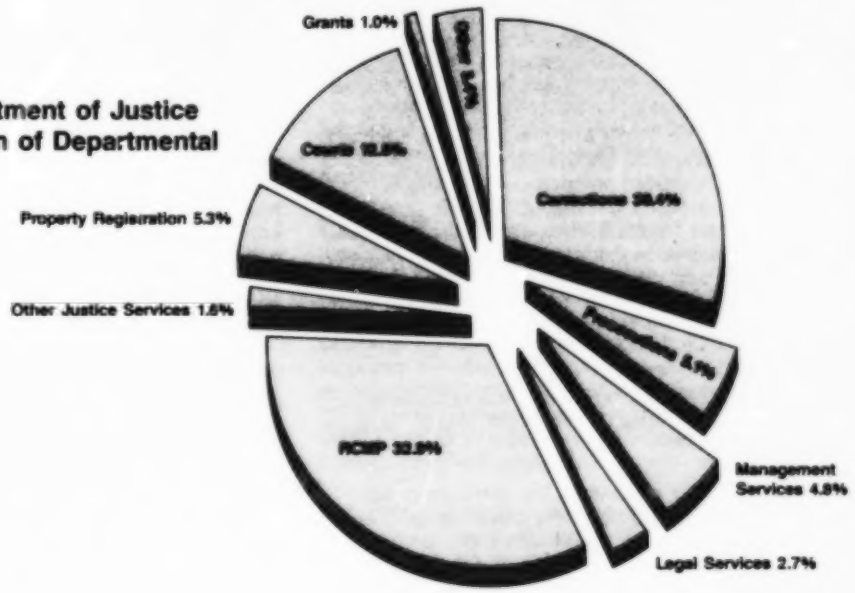
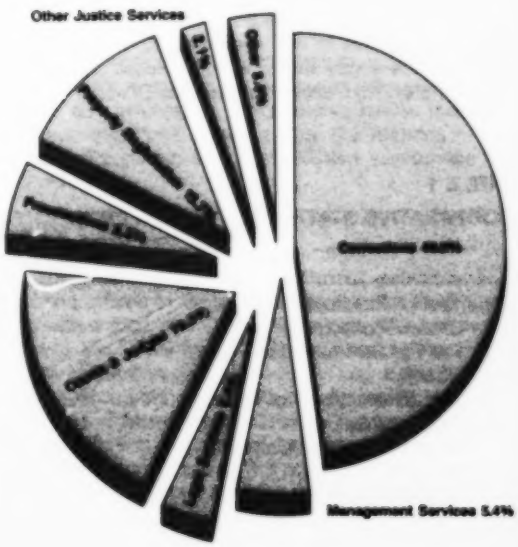


Figure 2

Saskatchewan Department of Justice
Percentage Allocation of Human Resources

1985-86
(1550.5 Person-Years*)

(*Source: 1985-86 Estimates)



I Public Prosecutions Division

> "It cannot be over-emphasized that the purpose of a criminal prosecution is not to obtain a conviction, it is to lay before a jury what the Crown considers to be credible evidence relevant to what is alleged to be a crime. Counsel have a duty to see that all available legal proof of the fact is presented, it should be done firmly and pressed to its legitimate strength but it must also be done fairly. The role of prosecutor excludes any notion of winning or losing; his function is a matter of public duty than which in civil life there can be none charged with greater personal responsibility. It is to be efficiently performed with an ingrained sense of the dignity, the seriousness and the justness of judicial proceedings."

Mr. Justice Rand in the Supreme Court of Canada stated in Boucher v. The Queen, (1955) S.C.R. 16 at page 23.

In keeping with this philosophy, the mandate of the Public Prosecutions Division is to prosecute all offences under the **Criminal Code** of Canada and the Statutes of Saskatchewan in all the courts in the Province and in the Supreme Court of Canada. The Division advises the Minister of Justice and the Deputy Minister of Justice on the administration of criminal justice in the province. It also provides legal advice to the Royal Canadian Mounted Police in its provincial policing role, and municipal police forces in matters under investigation.

As Attorney General for Saskatchewan, the Minister of Justice is responsible for the administration of criminal justice in the province. This is carried out through the Executive Director of Public Prosecutions and the members of the Prosecutions Division, who are the Minister's agents. In this responsibility, the Attorney General has constitutional independence. As a result, members of the Public Prosecutions Division exercise wide discretionary powers in criminal prosecutions: deciding whether or not to prosecute; instituting and stopping prosecutions; taking over the conduct of any criminal proceeding which has been privately commenced; and advising the Attorney General whether or not to consent to a prosecution in cases where his formal consent is required. In court, as agents of the Attorney General, members of the Public Prosecutions Division present the case for the Crown, and again there is a wide discretion to do so as they see fit. They decide what witnesses should be called and what evidence is relevant, material and credible. The exercise of that discretion in the public interest requires lawyers with special skills, experience and judgement.

Because of these wide discretionary powers, the Public Prosecutions Division constantly reminds its members that a Crown Prosecutor must act as part of the court rather than as an advocate. In a trial, the Crown Prosecutor has a duty to offer all relevant evidence - for the accused as well as against him. While the Crown Prosecutor must vigorously strive to see that the course of justice is not thwarted, he must always do so with fairness, moderation and dignity.

The Public Prosecutions Division is made up of 58 professional and 24 support staff. There are two Directors in the Branch (reporting to the Executive Director). One is in charge of appeals, the other in charge of prosecutors. There is also an Assistant Director of Administration who is responsible for the budget and administrative matters in the branch. There are regional prosecution offices in Regina, North Battleford, Moose Jaw, La Ronge, Prince Albert, Saskatoon, Swift Current and Yorkton. The Prince Albert office has a sub-office in Melfort. The Director of Prosecutors also has responsibility for fee-for-service agents and the special prosecution unit, which handles commercial crime cases.

TABLE 1

COMPARATIVE STATISTICS - PUBLIC PROSECUTIONS

	1984-85	1985-86
Number of Prosecutions	39,077	35,562
- Crown Prosecutors	29,491	30,979
- Fee-For-Service Agents	4,286	4,121
- RCMP	5,300	-
Appeals (Sask. Court of Appeal)	310	441
Appeals/Applications (Supreme Court of Canada)	10	21

II Legal Services Division

- **General**

The Legal Services Division assists the Minister of Justice in his duties as legal counsel to the Provincial Crown in matters of civil and constitutional law, legislation and legal policy. In this capacity, the Division provides legal and advisory services on the Minister's behalf to all government departments and other Crown agencies, and counsel in litigation matters involving the Provincial Government.

The Division, headquartered in Regina, is made up of the Civil Law Branch, the Constitutional Branch, the Family Law Branch and the Legislation Branch. It also administers the Department's continuing student-at-law programs.

Although 1985/86 was generally one of consolidation for the recently created organization, the Division opened an office in Saskatoon, as an extension of the Family Law Branch.

This office is expected to play a key role in the further implementation of the Automatic Enforcement of Maintenance Orders Program. The Division was also assigned responsibility for drafting government legislation, including future revisions of the Statutes and Regulations of Saskatchewan. This has maximized opportunities to co-ordinate the legal expertise and resources within the Division which are involved at various stages in the production of government legislation.

Civil Law Branch

During the year under review, William Nelson Lawton, Q.C., was appointed to Her Majesty's Court of Queen's Bench of Saskatchewan. The Department of Justice respectfully acknowledges Mr. Justice Lawton's estimable contribution, both professionally and personally, throughout the years of his association with the Civil Law Branch.

The Civil Law Branch is composed of 16 Crown Solicitors, who provide all civil legal services required by government departments and agencies, except for those specialty services provided by the Constitutional, Family and Legislation Branches.

The Branch is divided into three Sections. The Crown Solicitors in one Section exclusively counsel civil litigation matters, appearing before regulatory boards and tribunals and in provincial and federal courts. The other two Sections provide legal services to approximately 65 client departments and agencies. Crown Solicitors in these Sections are each assigned specific agencies and provide general legal services similar to those rendered by lawyers in any large law firm. They prepare contracts and other legal documents, counsel government officials with respect to legal requirements and procedures, provide interpretations of provincial and federal statutes, assist in the development of draft legislation, regulations and orders-in-council, and undertake legal research and policy projects.

Crown Solicitors are centrally located within the Department of Justice for two reasons. First, it allows for collegial consultation. Crown Solicitors with extensive experience can provide local assistance to their colleagues and the aggregate skills of the Branch can be brough together to handle specific problems. Second, it is neither practical nor efficient to locate Crown Solicitors in each government agency and department.

Constitutional Branch

The Constitutional Branch consists of the Constitutional Law Section and the Constitutional Relations Section. The 9 Crown Solicitors in the branch provide legal advice to the Government on constitutional matters and represent the Minister of Justice and Attorney General in litigation and other proceedings which raise constitutional issues. In addition, the Branch provides advice and other legal services in matters of aboriginal, human rights and resource law.

The Branch plays a major role in constitutional reform and related intergovernmental matters. The aboriginal constitutional reform process and related local negotiations have been the focus of recent efforts in this field. The proposed negotiations to promote constitutional accord with the United States have called for increased attention in the year under review.

Crown Solicitors within the Constitutional Branch provide advice on many of the Department's major litigation files. Frequently, the Branch responds to a notice received by the Minister of Justice about a constitutional issue to be raised before the Supreme Court of Canada, the Saskatchewan Court of Appeal or another court in Saskatchewan. The Branch reviews these cases and determines whether it is in the interests of the Government to intervene and provides counsel in the event that the Minister of Justice determines intervention is necessary or advisable. The Branch is also involved in constitutional issues that are raised in prosecutions carried out by the Attorney General, and provides advice or counsel appropriate to these issues.

Family Law Branch

During the year under review, the Branch established fully staffed offices in Regina and Saskatoon. Both offices, with a total of 8 Crown Solicitors, offer counsel services to the Department of Social Services for child protection matters in Saskatchewan. They also provide legal counsel in connection with the Automatic Enforcement of Maintenance Orders Program. The Saskatoon office is responsible for maintenance enforcement proceedings in the northern half of the Province, while the Regina office is responsible for proceedings in the Southern half of the province. The Crown Solicitors in the Saskatoon office are also generally available to the Legal Services Division in all legal proceedings occurring in or near the City of Saskatoon.

In addition to court appearances regarding proceedings under **The Enforcement of Maintenance Orders Act** and **The Family Services Act**, the Family Law Branch provides general legal services to the Department of Social Services. This involves developing new legislation, interpreting regulations and legislation, drafting contracts and general civil litigation. The Branch also assists in developing family law policy for consideration by the Minister of Justice. This involves the Branch in interprovincial, interdepartmental and federal-provincial consultants on family law issues.

Legislation Branch

The Legislation Branch, with 8 Crown Solicitors, was created in October, 1985, by merging the Legislative Services Section with a new Legislative Drafting Section. The Legislative Services Section provides co-ordination and analytical services for the Department in the development of legal and legislative policy and provides technical advice on proposed legislation to departments and other government agencies. The Section provides legal assistance to the Legislative Review Committee of Cabinet, the Department of the Provincial Secretary, the Government House Leader and the Chief Electoral Officer, and advises the Executive Council and other crown agencies on the form, effect and legality of proposed orders-in-council.

The section acts as liaison with the Saskatchewan Law Reform Commission. The Section also monitors and reviews legislation initiatives taken throughout Canada and participates in the proceedings of the Uniform Law Conference of Canada.

The Legislative Drafting Section drafts all government bills and regulations. In this capacity the Section takes instructions from the Legislative Review and Regulations Review committees of Cabinet. It also provides general advisory services to government departments and other Crown agencies. The section is also responsible for the general revision of regulations and statutes, regulatory reform, and liaison with the Drafting Section of the Uniform Law Conference of Canada.

The Legislative Drafting section also co-ordinates activities related to the printing of government bills, the publication of looseleaf statutes, looseleaf regulations and various tables, and the publication of regulations in the gazette. The Section prepares consolidations of statutes and regulations at the request of government departments, agencies, boards or commissions. It is responsible for the computerization of the Statutes of Saskatchewan and, via the Quicklaw system, the Section tabulates public access to the Saskatchewan Statutes data base and handles inquiries about Acts and Regulations.

III Justice Services Division

This Division is responsible for administering Court Services, Policing, the Coroners' Branch, Property Registration and Public Trustee programs. All provide non-legal services to the public.

Court Services Branch

The Court Services Branch provides administrative support to the Courts in Saskatchewan. Through its four operating units — Sheriff Services, Court Operations, Registrar of Courts and Administrative Support, Court Services provides uniform service policy and direction to the field offices in trial expedition, courtroom provision, document processing and statistical data production.

The Sheriffs Services Unit provides sheriff services throughout the province. Sheriffs and Sheriff's officers execute court orders, serve legal documents and enforce statute orders.

Traditionally, judicial officers in all centres other than Regina and Saskatoon have taken on the responsibilities of both Sheriff and Local Registrar. However, in 1985/86, as a result of pilot projects, the Battleford and Yorkton Sheriffs began operating independently from the Local Registrars.

Local Registrars process court documents, receive documents for filing, assess court fees, keep accounting records and act as clerk of the court at all courtroom and chamber sessions.

Court Operations involves the administration relating to the Court of Appeal, the Court of Queen's Bench, the Surrogate Court, the Unified Family Court, and the Automatic Enforcement of Maintenance Orders program. It also includes the non-judicial administration relating to the Provincial Court of Saskatchewan and the Traffic Safety Court of Saskatchewan; administration of **The Commissioner for Oaths Act, The Notaries Public Act, The Marriage Act** and provision of training and support services for Justices of the Peace throughout the province. Court Operations provides for judicial officers, clerical staff, court reporting, library services, court space, office supplies and equipment, and it ensures the production of transcripts.

Major highlights in the Court Services Branch in 1985/86 were as follows:

- To ensure uniformity of reporting and procedures, a Sheriff's manual was developed and distributed to all Sheriff's offices.
- Through a number of initiatives, Court Operations reduced expenditures on court administration. For example, the use of electronic recording equipment reduced the requirement for court reporters. By utilizing staff more efficiently, reductions in person years were made in some Judicial Centres and overtime was substantially reduced.
- The Justice Automated Information Network (JAIN) was developed and implemented in Saskatoon Provincial Court and will be expanded into other court locations in 1986/87. This system permits tracking of accused persons, record keeping, financial control, and it automatically produces required court documents.
- The Automatic Enforcement of Maintenance Order program was developed and put into effect in March, 1986. This program was set up to ensure the financial stability of dependent children and spouses by enforcing the collection of family support payments ordered by the Court.
- A new tariff of fees for the Court of Appeal, Court of Queen's Bench and the Surrogate Court was revised and introduced on April 1, 1985.
- Saskatchewan's first French speaking criminal jury trial was held in Gravelbourg. Court services was responsible for providing a French speaking jury and court support staff.
- Law stamps were eliminated on April 1, 1985, and deposit accounts were established in Local Registrars' offices throughout the province.
- Performance standards for sheriffs and local registrars were developed.
- In the smaller judicial centres, the Local Registry staff and Provincial Court staff moved into the same work area. This provides better service to the public and reduces the need for overtime and casual staff.
- A new Regina Provincial Court facility was designed, with construction completed in May, 1985. The Yorkton, Swift Current and Saskatoon Court Houses were extensively renovated during 1985/86 and the Traffic Safety Court and the Provincial Court operations in Saskatoon were amalgamated into one location in the Phoenix Building.

The outline of purpose and activities of each Court are as follows:

- **The Court of Appeal**

The Chief Justice of Saskatchewan presides over the Court of Appeal. In addition to the Chief Justice, the Court consists of six Justices, with one new appointment being made in the 1985/86 fiscal year.

There were also, as of March 31, 1986, two supernumerary judges. The judges are appointed by the Governor General in Council. The Court hears appeals from all other Courts in the Province of Saskatchewan and its decisions may be appealed only to the Supreme Court of Canada. In the fiscal year 1985/86 leave to appeal to the Supreme Court was sought in 24 cases and granted in 5 of those.

TABLE 2

CASELOAD STATISTICS - COURT OF APPEAL

	Filed			
	1982	**1983**	**1984**	**1985**
Number of appeals (civil)	306	313	321	322
Number of appeals (criminal)	510	558	453	446
Total	816	871	774	768
	Heard			
	1982	**1983**	**1984**	**1985**
Number of appeals (civil)	161	158	158	246
Number of appeals (criminal)	401	572	507	360
Total	562	730	665	606
Chamber Applications	186	163	155	182
Settled or abandoned appeals (between readiness and hearing)	*	*	127	82

* Statistics not available prior to 1984

TABLE 3

TIME INTERVAL BETWEEN READINESS OF APPEAL AND ACTUAL APPEAL HEARING

Type of Appeal	Interval
Sentence Appeals	15 - 30 days
Expedited Criminal Appeals	30 - 45 days
Expedited Civil Appeals (interlocutory or custody)	30 - 45 days
Regular Criminal Appeals	30 - 60 days
Regular Civil Appeals (Regina)	120 -300 days
Regular Civil Appeals (Saskatoon)	30 - 90 days

- **The Court of Queen's Bench**

Her Majesty's Court of Queen's Bench for Saskatchewan consists of a Chief Justice of the Queen's Bench and twenty-nine judges of the Court of Queen's Bench, with one new appointment in the 1985/86 fiscal year. In addition, there are three supernumerary judges.

The Court of Queen's Bench is the superior trial court for the province with original jurisdiction in all civil and criminal matters not expressly excluded by statute. In addition, it sits on appeal over the Provincial Court of Saskatchewan with respect to summary conviction offences and Small Claims matters. Judges of the Court of Queen's Bench hear matters in all judicial centres. As of March 31, 1986, judges were resident in 10 Saskatchewan communities.

TABLE 4

	Judges	Super-numerary Judges
Regina	9	1
Saskatoon	13	1
Battleford	1	
Humboldt	1	
Melville	1	
Moose Jaw	1	
Prince Albert	1	
Yorkton	1	
Estevan	1	
Swift Current	1	1
	30	**3**

TABLE 5

CASELOAD STATISTICS - COURT OF QUEEN'S BENCH
(Excluding Unified Family Court)

	1982	1983	1984	1985
Civil actions commenced (excluding divorce)	15,338	14,636	14,174	14,575
Civil trials heard (excluding divorce)	859	549	486	435
Petitions for divorce commenced	1,582	1,580	1,541	1,539
Criminal trials heard	743	733	629	636
Criminal appeals heard	297	304	402	277
Chamber matters heard	15,064	18,016	18,316	17,016
Sheriff:				
Writs of execution filed	5,555	5,397	5,177	4,804
(completed, satisfied or expired)	3,021	3,597	3,086	3,136
Seizures	436	498	585	505
Investigations	6,134	9,621	9,599	9,522
Process served	2,009	2,198	2,377	2,485

- **The Surrogate Court**

The Surrogate Court for Saskatchewan is a court of record. It has jurisdiction in matters involving testaments and the issuing of grants of probate and administration. The Justices of the Court of Appeal and Court of Queen's Bench have been appointed Judges of the Surrogate Court. The Court of Appeal and Court of the Queen's Bench exercise the jurisdiction given to the Surrogate Court.

TABLE 6

CASELOAD STATISTICS - SURROGATE COURT

	1982	1983	1984	1985
Letters Probate	3,020	3,055	2,763	2,894
Letters of Administration	753	700	668	673
Under Sections 45 & 46 of the Act	63	49	128	47
TOTAL	3,836	3,804	3,559	3,606

- **The Unified Family Court**

The Unified Family Court for Saskatchewan opened in Saskatoon in December, 1978, as a pilot project. It was established to provide a court with jurisdiction over all family matters. This takes into consideration a range of problems beyond legal issues and can deal with the family as a unit through a combination of court and social services. This Court has successfully brought together both the Provincial and Queen's Bench functions, resulting in an integrated court system for family related matters.

TABLE 7

CASELOAD STATISTICS - UNIFIED FAMILY COURT

	1982	1983	1984	1985
Actions commenced by Statute:				
The Divorce Act	743	781	758	748
The Married Persons' Property Act and The Matrimonial Property Act	220	193	215	212
The Deserted Wives' and Children's Maintenance Act	125	100	101	95
The Infants Act	236	238	268	294
The Children of Unmarried Parents Act	26	21	17	39
Others	90	115	146	65
Adoptions	180	136	107	108
Family Service	118	104	136	121
Juvenile Delinquents	147	143	*	*
Criminal Code	103	83	25	6
TOTAL	1,988	1,914	1,773	1,688
Number of files opened	1,158	1,138	1,121	1,116

- **The Provincial Court of Saskatchewan**

The Provincial Court of Saskatchewan consists of a Chief Judge, an Associate Chief Judge and forty-seven judges appointed by the Lieutenant Governor in Council on the recommendation of the Minister of Justice. A Judicial Council made up of judges from all three levels of court, representatives of the Law Society and the government, has the duty of considering and making recommendations to the Minister regarding proposed judicial appointments to the Court. The Court exercises both civil and criminal jurisdiction:

(a) civil by virtue of **The Small Claims Enforcement Act**, under which it has jurisdiction to try and adjudicate upon claims and counterclaims for debts and damages not exceeding $3,000;

(b) criminal or quasi-criminal by virtue of the **Criminal Code** and a variety of federal and provincial statutes, under which it can hear summary conviction offences and certain indictable offences, in respect of which it has absolute jurisdiction, and other indictable offences where the accused is given a choice as to the mode of trial.

In general terms, it is the court of first appearance in criminal matters and makes judgement on all provincial and municipal offences. Consequently it is a court that has a great impact on the general public.

Two Traffic Safety Courts operate in Saskatchewan, one in both Regina and Saskatoon. These courts are restricted to traffic violations, excluding parking offences. They were established with two objectives in mind:

(a) to remove traffic matters from the criminal court system, providing Provincial Court Judges more time to deal with criminal matters; and

(b) to change driving attitudes by having a court designed to deal with driving offenders.

The Traffic Safety Courts are a successful and important component of the Provincial Court.

Under the provisions of **The Provincial Court Act**, the Chief Judge is assigned the responsibility of directing and supervising the duties and sittings of 478 Justices of the Peace. During 1985/86, there were four retirements and one new appointment to the Provincial Court.

Coroners' Branch

The coroner system provides for the independent investigation of the circumstances surrounding a death. Cases of violent, sudden or unexplained death are reported to the coroner, who inquires into the death and has the power to decide whether an inquest is necessary. If an inquest is held, six jurors are summoned to hear evidence relating to the circumstances of the death. After hearing the evidence, the coroner's jury returns a verdict as to the cause of the death. They may make recommendations as to how similar deaths may be avoided. The Chief Coroner administers, supervises and directs the 167 coroners in the province. Of those, 48 are medically qualified. The Chief Coroner establishes and conducts instruction programs for coroners, and brings any findings to the attention of the appropriate persons, agencies or government.

The Chief Coroner continues to meet with the coroners throughout the province on a regular basis, to update them concerning changes in policy and to be made aware of any concerns which they may have relating to their work as coroners.

The Branch continues to provide basic training seminars for new coroners.

TABLE 8

*** 1985 SASKATCHEWAN DEATH STATISTICS (TOTAL 1,737)**

	Natural	Accidental	Suicide	Homicide	Undetermined	Non-Coroners
Under 20	73	98	12	5	1	3
21 - 40	45	150	60	14	2	2
41 - 60	198	95	42	6	5	5
61 - Over	718	82	20	-	8	58
Unknown	15	7	-	-	5	8
TOTAL	1,049	432	134	25	21	76

*Calendar Year

Policing Branch

This branch has responsibility for the following:

(a) Provincial Policing Services, including the Indian Constable Program.

(b) Administration of the Firearms Control Provisions of the **Criminal Code**.

(c) Administration of **The Private Investigators** and **Security Guards Act**.

- **Provincial Policing Services**

Under **The Police Act**, the province provides policing services to the Northern Administration District, and rural and urban municipalities having a population under 500. Provision is also included in **The Police Act** for the province, on request from a municipality, to provide policing services to urban municipalities with a population between 500 and 1,500 on the basis of a municipal/provincial agreement.

Since 1928, provincial policing services in Saskatchewan have been provided by the RCMP on the basis of a federal/provincial policing agreement. With the exception of a 5 year agreement for the period 1976 to 1981, the agreements have covered 10 year periods. The current agreement commenced on April 1, 1981 and expires March 31, 1991. Provision is included for a renewal of the agreement at that time.

Sub-division	Detachments
Regina • southeast area of province	22
Swift Current • southwest area of province	19
Yorkton • east-central area	15
Saskatoon • central and west-central area	18
North Battleford • northwest central area	18
Prince Albert • northern half of province	28

In 1985/86, 838 members and 120 clerical staff were employed directly on provincial policing services.

Under the terms of that the Provincial Policing Agreement, the Province of Saskatchewan is required to pay a percentage of the costs incurred by the RCMP in providing the provincial policing services. In the first year of the current agreement, Saskatchewan was required to pay 56% of the cost with an increase of 1% per year until April 1, 1986, when the increase will be 2% per year to a maximum of 70% in the final year of the agreement in 1990/91.In 1985/86 the province paid 60% of the RCMP's provincial policing costs.

The RCMP services are under the direction of the Commanding Officer "F" Division with headquarters in Regina. For operational purposes the province is divided into six sub-divisions having supervisory responsibility for the 120 detachments located throughout the province.

TABLE 9

Types of Duties	Allocated Members
Detachment regular duties (120)	528
Highway Patrol Units (39)	113
Telecommunications	61
Specialized Units (Dogs, Air, Identification, Commercial Crime, Provost Services)	96
Supervisory Personnel	40

During 1985/86 the RCMP provincial policing services served 90 urban municipalities on a municipal/provincial agreement. Under this program municipalities are required to pay the per member cost of an RCMP member to the province, for each forty hours of service per week. In 1985/86 the cost per member was estimated at $44,000.

In 1985/86 the total RCMP provincial policing establishment increased by four positions for prisoner escort services in Saskatoon. Other increases were accomplished by redeployment of existing resources within the total establishment.

Construction of new detachment quarters was completed at Fort Qu'Appelle and Wollaston Lake. New RCMP living accommodations were completed at LaLoche, Buffalo Narrows, Green Lake and Smeaton. Total cost for construction of new building in 1985/86 was $1,923,000.

The RCMP purchased the formerly leased detachment building at Val Marie, purchased one house at Beauval, and relocated buildings from Uranium City to Stony Rapids and Fond du Lac. The total cost for moving and buying property was $460,000.

In addition, renovations and repairs to existing buildings was $950,000.

Total expenditures on RCMP buildings was $3,333,000.

Person offences in areas policed by the RCMP were influenced by an increased number of assaults. Property offences show a moderate increase. Other criminal offences declined, primarily due to a decrease in fraudulent cheque cases. Impaired driving offences continue to decline. In 1985/86 the RCMP was understrength. Although a reduced number of patrols may have influenced the number of impaired drivers being detected, public attitude toward drinking and driving is more responsible. Comparisons of general crime statistics for the past three years are as follows:

TABLE 10
CRIMINAL OFFENCES IN AREAS POLICED BY RCMP

	1983	1984	1985
Offences Against Persons	3,939 (+2.6%)	4,176 (+6.0%)	4,432 (+6.1%)
Offences Against Property	23,186 (+1.8%)	22,274 (−2.0%)	23,545 (+5.7%)
Other Criminal Offences	3,941 (−4.7%)	4,083 (+3.6%)	3,735 (−8.5%)
Impaired Drivers includes Refusal of breath Sample and over .08)	8,859 (+4.7%)	8,353 (−5.7%)	7,277 (−13.5%)

- **Indian Special Constable Program**

The improvement of policing services to the native communities in the province, particularly the north, is a priority of the department.

An Indian Constable Program was established in Saskatchewan following discussions between the Department of Justice, Federation of Saskatchewan Indians, the RCMP and Department of Indian and Northern Affairs during 1973 and 1974. The program improves provincial policing services to Indian communities.

Under the program status Indians are recruited by the RCMP, appointed to the rank of Special Constable, and trained at the RCMP Training Academy. Following training they are posted to RCMP detachments having large Indian communities within the detachment area. In the first few years of the program there were problems getting sufficient applicants. By 1985/86 the 39 positions were filled and there is now a waiting list of applicants. This program has made a substantial contribution to policing of Indian Reserves and police/native relations.

Cost-shared by the province and the federal government, the province paid 40% of the cost during the first year in 1975/76. The provincial share remained at 40% until 1978/79 when it increased to 48% and further increased to 51% for 1979/80 and 54% for 1980/81. It has remained at 54% for the past five years.

The cost to the Province for this program in 1985/86 was $754,620.

- **Firearms Control Program**

Resulting from amendments to the **Criminal Code** as of January 1, 1979, any person wishing to acquire a firearm, in any manner, is required to possess a firearms acquisition certificate. At the same time, any person in the business of selling firearms or ammunition is required to have a business permit. A person wanting to obtain either a certificate or business permit must complete an application, have it approved by the local police force and pay the required fee for the certificate or permit.

All firearm and ammunition business permits are issued by the office of the Chief Provincial Firearms Officer (CPFO) of the Policing Branch. All firearm acquisition certificates are issued by the office of the CPFO except Estevan, Moose Jaw, Prince Albert, Regina, Saskatoon and Weyburn where the police force issues the firearms acquisition certificates.

TABLE 11
COMPARATIVE STATISTICS

	1984/85	1985/86
Firearms Acquisition Certificates		
Issued	11,658	11,356
Processed by CFPO	7,893	7,644
Firearm and Ammunition Certificates Issued	855	741

- **The Private Investigators and Security Guards Act**

Under the **Private Investigators and Security Guards Act** all firms and individuals involved in the business of private investigation or providing security for persons or property must be licensed.

TABLE 12
COMPARATIVE STATISTICS

Registrar Processed Licences	1984/85	1985/86
Business Licences	46	44
Employee Licences	1,070	1,093

Property Registration Branch

Under the guidance of the Master of Titles, the Property Registration Branch provides and administers a system of registration for both real and personal property that protects the owner's interest, facilitates transactions dealing with such property, and provides a means of determining priority between competing claimants to property.

The Branch operates two distinct systems: the Land Titles System, dealing with real property, and the Personal Property Registry, dealing with personal property.

- **Land Titles System**

The purpose of the land titles system, similar to that in the other Western Provinces, is to provide for province guaranteed ownership of land, and recording of documents which create interests in land, such as mortgages and easements, in order to protect the persons entitled to those interests. Land Titles offices examine and register land-related documents, and issue and update titles. They also provide title and document searches, custody and microfilm of original title.

There are eight land registration districts in the province, each with its own land titles office, registrar and staff. The registrars work under the legal and administrative direction of the Master of Titles, who is also the Director of the Property Registration Branch. District offices are located in Battleford, Humboldt, Moose Jaw, Prince Albert, Regina, Saskatoon, Swift Current and Yorkton. The offices of the Chief Surveyor and Microfilm Editing, which are also part of the Land Titles System, are located in Regina.

The Director of the Branch, as the Master of Titles:

(a) is required to inspect the books and records in the land titles offices;

(b) instructs the registrars and advises the public about the registrability of documents;

(c) adjudicates, if necessary, among competing claims of interest in land prior to the granting of certificates of title;

(d) hears appeals from the decisions of the registrars about the registration of instruments;

(e) issues orders, if necessary, determining the true ownership of mines and minerals; and

(f) orders the correction or amendment of plans of survey;

(g) provides all legal advice to the branch.

The Chief Surveyor examines and approves for registration in the land titles offices all plans of survey except roadway plans. The Chief Surveyor is the final arbitrator concerning surveys, plans, "metes and bounds" descriptions, amendments of plans, descriptions of registered record, the cancellation of plans of survey, and advises the Master of Titles in the preparation of all Master of Titles' orders under **The Land Titles Act**, **The Subdivision Act** and **The Land Surveys Act**.

TABLE 13

COMPARATIVE STATISTICS - REGISTRATION OF LAND TITLES

Type of Activity	1982/83	1983/84	1984/85	1985/86
Land Titles Offices				
Instruments Received	208,249	239,775	216,780	215,959
Instruments Registered	150,725	181,506	162,493	166,824
Instruments Filed	14,951	14,083	13,226	12,466
Titles Issued	49,738	67,119	64,387	65,266
Transfers & Transmissions	46,610	50,139	44,603	47,430
Mortgages	29,445	36,779	28,335	30,466
Caveats	14,094	17,857	18,803	20,017
Notices Issued	84,435	88,606	86,091	65,266
Certificates Issued	217,469	244,371	225,623	234,085
Counter Searches	189,384	213,685	209,329	244,555
Chief Surveyor's Office				
Plans Examined	899	1,072	1,170	1,055
Master of Titles Orders				
Completed	233	230	184	257
Number of Plans Printed	24,360	28,095	32,024	33,437

Land titles workload is directed by the economy and is affected in a major way by government decisions to aid segments of the land industry. Table 13 indicates the effect of those decisions at both federal and provincial levels of government to assist new home owners in the 1983/84 fiscal year. Several productivity aids have enabled the system to increase the number of instruments processed and improve the currency date without increased staff.

Changes made in 1985/86 to streamline and improve efficiency include:

(a) a major land description review that resulted in a new, concise format for land descriptions on certificates of title;

(b) a surcharge assessment on transfers, transmissions and mortgages to create a pool of funds to assist in modernizing the land titles offices;

- **Personal Property Registry**

The Personal Property Registry provides a notice filing system where a secured party (seller, lending institution, garage keeper, execution creditor, and, in some instances, a buyer) may register a financing statement indicating an interest in the personal property of a debtor (buyer, person borrowing money, owner of a motor vehicle repaired by a garage, or execution debtor and, in some instances, a seller).

The Personal Property Registry also provides an enquiry system where a person intending to purchase personal property or to lend money on the security of personal property can request a search of available information registered against an individual, business, motor vehicle, mobile home, trailer or airplane.

The Registry maintains a record of all types of registrations registered against personal property in Saskatchewan under the following Acts and provides information based on these registrations on request and payment of the prescribed fee:

- **The Personal Property Security Act**
- **The Sale of Goods Act or The Factors Act**
- **The Garage Keepers Act**
- **The Executions Act**
- **The Creditors' Relief Act**

Effective October 1, 1985, the Personal Property Registry implemented the Telephone Enquiry Centre which allows major users of the system to establish an account with the registry and to phone search requests directly to the registry. The implementation of the Telephone Enquiry Centre significantly improved access to the Registry for major users throughout Saskatchewan.

TABLE 14

COMPARATIVE STATISTICS - PERSONAL PROPERTY REGISTRY

	1982/83	1983/84	1984/85	1985/86
Registrations				
Manual Counts of Reg. No's.	282,035	330,358	306,836	334,367
System Updates (includes conversions)	282,458	331,091	306,455	331,501
Searches				
Counter Searches	23,531	31,946	35,051	36,394
Phone Searches from Judicial Centres	20,531	30,464	34,093	24,704
Total Searches processed on Personal Property Registry computer system (internal, counter, judicial centres and mail requests)	120,644	167,124	162,826	169,654
SGI Searches of PPR data base*	9,291*	17,931	16,969	17,837

* October, 1982 to March, 1983 only

Office of the Public Trustee

- **General**

The main purpose of the Office of the Public Trustee is to administer the property of those persons who are legally incapable of handling their own estate either by reason of mental disability or minority (being under the age of 18 years) where no one else has been appointed by the Court. The Public Trustee is not the guardian of the person but administers property matters only.

The Public Trustee is also responsible for overseeing the activities of Official Administrators throughout the Province. Under the **Surrogate Court Act**, trust companies are appointed as Official Administrators for each Judicial Centre to administer estates of deceased persons where no other personal representatives have been appointed. In addition, Official Administrators frequently administer estates which involve property going to the Crown in cases where there is no will and no known next-of-kin and, consequently, the Public Trustee is responsible for handling collections of these escheat monies under the **Escheat Act**.

The Public Trustee was established pursuant to the **The Public Trustee Act** which came into effect on April 1, 1984. The Office of the Public Trustee amalgamates the former offices of the Official Guardian and the Administrator of Estates. This has enhanced the effective administration of the program by improving the efficiency in management of client files, and investment procedures and has increased the flexibility in handling workload fluctuations. The new legislation has brought Saskatchewan into closer step legislatively with neighbouring provinces in the public trusteeship field.

- **Property of Mentally Incompetent Persons**

When a person is certified incompetent to handle his/her affairs under Section 38 of **The Mentally Disordered Persons Act**, a certificate to this effect is sent to the Public Trustee.

If there has been no committee appointed by the court under the Act and no one is willing or capable of acting on that person's behalf, the Public Trustee can administer the estate. Where the Court of Queen's Bench appoints a committee to manage the interests of a mentally incompetent person and that committee dies, the Public Trustee will administer the estate until there is a new committee appointed by the Court.

Where a private individual applies to the Court under **The Mentally Disordered Persons Act** for appointment as committee, but the Court is of the opinion that the applicant is clearly unsuitable because of a conflict of interest and could not carry out the duties in the best interest of the estate, the Court may appoint the Public Trustee as committee instead.

Service of notices of legal process can be made on the Public Trustee on behalf of persons of unsound mind who have no committee, and the Public Trustee must act in that person's best interest.

In administering an estate, the Public Trustee has the power to do all things that a competent person could do with respect to his estate, including buying, selling and leasing of real property; making provision for the maintenance of the person and for the support and maintenance of anyone dependent upon the person; and bringing, maintaining or defending any legal action or proceedings in respect to the person or his estate. A complete and accurate accounting of the administration of the estate is maintained in order to provide a full report to the person when he becomes competent to handle his own affairs or to his executor or administrator if that person dies.

- **Property of Infants**

The Public Trustee must attend to property interests of persons under 18 years of age, known as infants, by administering trust funds on their behalf, representing them in court, or protecting their property rights. Most of these interests arise under deceased estates, court actions and claims resulting from **The Fatal Accidents Act** or personal injury claims. The Public Trustee is to receive notice of every application to the Surrogate Court for grant of Letters Probate or Letters of Administration when an infant has an interest or may have a claim against an estate. The trustee then takes steps to ensure that the infant's interest in that estate is protected.

- Where funds are held in trust by the Public Trustee, payments may be made for the maintenance and education of the infant or to meet special expenditures in the best interest of the infant.
- Where funds or property are held in trust by an executor or administrator, the Public Trustee is required to monitor these funds or property to ensure that the administration is in the best interests of the infant. There is provision to allow distribution of the infant's assets, up to a maximum of $2,000, to a responsible adult at the discretion of the Public Trustee.
- To facilitate registration of transfers at the Land Titles Office in estates matters, upon being satisfied on affidavit evidence, the Public Trustee may issue a certificate that there are no infants (born or unborn) interested in an estate; or, the trustee may issue a consent to a transaction affecting estate land where an infant may have an interest, but the infant's interest is not being jeopardized.
- Where the infant has an interest in a transaction affecting land, the consent is required from both the infant, if he is 14 years or over, and of the parent, before the Public Trustee can consent. If the Public Trustee refuses to consent to a proposed disposition of land, a court application can be made.
- The Public Trustee's involvement in litigation is usually limited to those proceedings affecting the infant's property. The Public Trustee would not represent infants in divorce, custody or child protection areas.
- Where an action is maintained on behalf of an infant for damages for personal injury or under **The Fatal Accidents Act**, the Public Trustee may approve settlement, including solicitor's fees, on behalf of the infant. In cases where the Public Trustee refuses to approve the settlement, the parties may apply for an order of the court instead.

A complete and accurate accounting of the administration of trust funds is maintained by the Office of the Public Trustee in order that a complete report can be made when the infant becomes an adult and the funds are released.

TABLE 15

COMPARATIVE STATISTICS - OFFICE OF THE PUBLIC TRUSTEE

	1984/85	1985/86
Number of Incompetent Persons Estates at March 31	1,647	1,650
Total Net Value of Estates at March 31	$32,392,672	$34,400,157
Average Value of Estates	$ 19,117	$ 20,848
Number of Infants' Accounts at March 31	3,147	3,182
Total Trust Funds Held on March 31	$21,875,376	$24,901,006
Average Trust Fund Account	$ 6,759	$ 7,825
Total Assets Administered by Public Trustee	$54,268,048	$59,301,163
Total Number of Estates and Infant Accounts	4,794	4,832
Rate of Interest Distribution		
- September 30	10.72%	11.69%
- March 31	11.36%	12.02%
Number of Infants' Files without Assets held by Public Trustee	N/A	1,268
Number of Certificates and Consents issued pursuant to Sec. 172 of the **Land Titles Act**	2,655	2,390

IV Corrections Division

- **General**

Within the framework of the Canadian Constitution the Corrections Division shares, with other criminal justice agencies, a responsibility for the protection of society from individuals who present a danger to persons or property by:

- preparing pre-sentence and bail verification reports as requested by the courts. These assist in sentencing and remand processes;
- supervising persons placed on probation or released on bail;
- providing a range of facilities that meet the different security requirements for offenders sentenced to terms of imprisonment less than two years, or for persons held on remand awaiting trial or sentencing (terms of two years or more are served in federal penitentiaries administered by the Correctional Service of Canada);
- providing opportunities for offenders to settle fines through community service work;
- providing opportunities for offenders to learn and practise responsible behavior; and
- assisting and cooperating with other agencies in the development of crime prevention programs.

The above activities are governed by the following legislation:

The Saskatchewan Corrections Act
The **Criminal Code**, and
The **Prisons and Reformatories Act**
(The latter two statutes are federal enactments.)

As part of the responsibility of protecting the public and providing services to carry out sentences imposed by the courts, the Corrections Division offers a wide range of programs. These programs provide for varying levels of offender care, control, and supervision delivered through two operations systems - the Community Operations Branch and the Institutional Operations Branch. Services for Northern Saskatchewan are administered through a Northern Regional Office located in LaRonge.

- **Young Offenders**

Although Saskatchewan Social Services is responsible for all individuals who fall within the parameters of the **Young Offenders Act**, implementation of the Act had an impact on adult correctional services in 1985/86. For example:

- In July, 1985, two facilities, the Creighton Community Correctional Centre and the Kenosee Correctional Camp, were transferred to Social Services for use as open custody facilities.
- As an interim measure, pending completion of secure custody Social Service facilities, 16 and 17 year old offenders were placed in living units at the Prince Albert and Saskatoon adult correctional centres. These living units are separate and apart from areas housing adult inmates.
- With the diversion of 16 to 17 year old offenders from Saskatchewan Justice to Saskatchewan Social Services, most of the caseload and admissions data for 1985/86 show a decrease compared to 1984/85 (Tables 16 to 23).

Community Operations

Community Operations Branch administers community-based corrections programs. These programs allow the courts to consider a range of alternatives to imprisonment in the sentencing process. As a result, certain offenders may satisfy the sentence of the court while contributing to the community. These programs are designed primarily for non-dangerous offenders who, at the time of sentencing, present a minimal risk to the public.

- **Adult Probation Services**

Probation is the supervision of convicted offenders for whom the passing of sentence has been suspended pending satisfactory compliance with the terms and conditions of a court imposed probation order.

The adult probation service, which is administered through six regional offices and five sub-offices, handles the supervision of such offenders as well as the preparation of pre-sentence reports requested by the court.

Probation officers conduct community investigations to assist provincial correctional centres and the Parole Board in developing release plans for inmates. In addition, they supervise offenders in outlying areas who are released under the authority of the National Parole Board.

TABLE 16

CASELOAD STATISTICS - COMMUNITY OPERATIONS (1981/82 to 1985/86)

	1981/82	1982/83	1983/84	1984/85	1985/86
Average Monthly Probation Caseload*	2,523	2,951	2,975	3,175	2,944
Pre-sentence Reports*	1,759	1,696	1,721	1,910	1,373
Parole Assessments (per year)	73	84	72	81	64
Bail Verification Reports	75	240	353	520	607
Community Service Order Reports	-	-	139	213	135
Restitution Reports	-	-	272	300	338
St. Louis Placement Reports	-	-	734	690	624
Parolees Supervised (per year)	58	110	102	99	74

*Statistics for years prior to 1982/83 do not include data from the Northern Region.

- **Fine Option Program**

The Fine Option Program provides offenders with the alternative of performing community service work to settle a fine rather than imprisonment for failing to pay the fine. Offenders participate in the program voluntarily and are required to perform various assigned tasks that will benefit the community. The program is administered locally on a fee-for-service basis by municipalities, Indian Bands or other non-profit organizations. At the end of the fiscal year there were 265 Fine Option Agents across the province.

TABLE 17

FINE OPTION STATISTICS - 1983/84 to 1985/86

	1983/84	1984/85	1985/86
Number of Fine Registered	10,508	13,850	13,053
Value of Fines Worked Off	$968,183	$1,470,946	$1,423,750
Person-Years of Imprisonment Eliminated*	342	533	435

* Person-years of imprisonment eliminated is an estimated figure.

- **Community Service Order Program**

The Community Service Order Program, implemented on December 1, 1983, provides an alternative sentence for property offenders. In this program, selected offenders, when ordered by the court, perform community service work as a condition of a probation order. All work benefits the community and is supervised by local non-profit agencies. 180 of the 265 Fine Option Program agents also act as Community Service Order agents.

TABLE 18

COMMUNITY SERVICE ORDER PROGRAM STATISTICS

	1983/84*	1984/85	1985/86**
Number of Orders Made	134	506	856
Number of Hours Ordered	10,821	46,896	68,027

* December 1, 1983 to March 31, 1984

**Includes Young Offenders except those from Prince Albert, Regina and Saskatoon

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**Includes Young Offenders except those from Prince Albert, Regina and Saskatoon

- **Restitution Program**

The Restitution Program, implemented on a province-wide basis on April 1, 1983, serves as an alternative sentence for property offenders. It allows offenders, when ordered by the court, to pay victims of property crime the actual dollar loss resulting from the offence. The program provides services to the court through restitution assessment reports and supervision of restitution payments.

TABLE 19
RESTITUTION PROGRAM STATISTICS

	1982/83	1983/84	1984/85*	1985/86**
Number of Orders Made	1,799	2,343	2,096	1,648
Dollar Value Restitution Ordered	$549,783	$706,324	$847,925	$780,550
Dollar Value Restitution Paid to Victims	$284,915	$403,836	$526,463	$540,840

* Compared to previous years there were fewer orders involving $50 or less and more involving large amounts. This is reflected in the decrease in numbers but an increase in dollar value.

** Does not include Young Offenders that were included in previous years.

- **Bail Verification and Supervision Program**

The Bail Verification and Supervision Program operates in Prince Albert, Saskatoon and Regina. It assists the courts in determining who could be safely released into the community while awaiting trial. Program staff prepare Bail Verification Reports on the court's request and, when the court so orders, staff supervise individuals who have been released on bail. During 1985/86, 607 Bail Verification Reports were prepared, and 223 person were released unsupervised. An average of 71 persons were supervised daily.

- **Impaired Drivers Treatment Program**

The Impaired Drivers Treatment Program Provides a treatment option to those persons who are convicted of second or subsequent offences of impaired driving and who are subject to mandatory imprisonment. There are three phases to the Program:

i) Corrections Division Program Co-ordinators conduct a preliminary screening and referral and submit sentence placement reports to the court;

ii) referred offenders are sentenced by the courts to a fixed term that allows the offender to be placed at a 30 bed residential care and treatment facility at St. Louis, Saskatchewan (the facility operates under a grant from the Saskatchewan Alcoholism and Drug Abuse Commission): and

iii) after their release, offenders receive follow-up services provided by personnel of the Saskatchewan Alcoholism and Drug Abuse Commission as a condition of a probation order.

Impaired driving offenders with longer sentences may be allowed to enter St. Louis 14 days before they are to be released on parole. In total, 567 persons were admitted to the St. Louis facility during 1985/86, as compared to 595 admissions in1984/85. This decrease corresponds with the decrease in impaired driving offences noted in the Provincial Policing section.

- **Volunteers in Probation**

Originating in the Saskatoon region, the Volunteers in Probation Program enhances service to probationers and encourages citizen participation in the supervision of offenders. Volunteer Probation Officers are carefully selected and trained, and act under the guidance of a regular probation officer. During 1985/86, the average number of volunteers per month available for service was 70. Efforts are continuing to expand the program on a province-wide basis.

- **Attendance Centres**

A court may require an offender to attend information and educational sessions as a condition of probation. Attendance Centres are located in Saskatoon and Regina. Specialized educational programs take place during the day, evening or weekends. Courses are offered in employment skills, alcohol and drug education, money management and life skills. Community professionals, specialists and volunteers provide comprehensive instruction and supervision.

- **Grants to Non-Government Agencies**

Corrections Division administered two departmental grants in 1985/86. The John Howard Society of Saskatchewan received funding to assist in the provision of counselling services to inmates, ex-inmates, their families and community programming. The Canadian Criminal Justice Association received a grant to assist with criminal justice research.

Institutional Operations

The Institutional Operations Branch administers programs for the care and custody of offenders sentenced to terms of imprisonment of less than two years (i.e. those incarcerated offenders for which the province is responsible). During 1985/86, 20 correctional facilities were administered by the Division. The breakdown, by category, is:

Provincial Correctional Centres	4
Community Correctional Centres	2
Community-Training Residences	5
Correctional Camps (operated by Correctional Centres)	8
Correctional Camps (direct admission)	1
TOTAL	20

The average daily count in 1985/86 (all facilities combined) was 1,154. A graph of prison populations over the last five years is shown on page ??.

- **Administrative Release Program**

In 1984/85 three administrative release programs became fully operational. Two of these programs, Work Incentive and Conditional Release, place selected inmates in the community, on a temporary absence, as they near the completion of their sentence. The third, the Institutional Fine Option Program, allows persons incarcerated solely for fine default to perform community service work in lieu of imprisonment. In 1985/86 the three programs resulted in an average daily count of 114 on release.

- **Provincial Correctional Centres**

In 1985/86, Institutional Operations Branch maintained four correctional centres providing custody for offenders under provincial jurisdiction. These included correctional centres for male offenders in Regina, Saskatoon and Prince Albert. A facility for female offenders is also located at Prince Albert.

Programs at all centres provide a secure humane environment for inmates while maximizing their work, educational and training opportunities. The centres provide a wide range of institutional services including academic and vocational training, counselling services, work and recreation programs and medical and dental services. Community resources are used as much as possible to provide these services. Low security inmates who qualify may be transferred to a community-training residence or to a correctional camp, or they may be released on parole under the authority of the National Parole Board.

- The Regina Correctional Centre, which serves the Southern Region, is the largest facility for sentenced and remand male offenders in the province.

- A smaller facility, the Saskatoon Correctional Centre, accommodates sentenced and remand male offenders from the central area of the province. This facility is designed with modern living units and was opened in 1981/82.

- The Prince Albert Correctional Centre, identical in design and concept to the Saskatoon Correctional Centre, serves male offenders in the Northern area.

- Pine Grove Correctional Centre at Prince Albert is the only correctional facility for female offenders in the province and admits offenders from all regions. Programs within the facility are designed to provide opportunities for inmates to develop normal life skills. In addition, a well developed range of community services, including a community training program, is provided.

- **Community Correctional Centres**

Although community correctional centres are operated by the Corrections Division, a Community Advisory Board assists each facility in the development of policy and programming. Current emphasis is on the involvement of inmates in numerous community service work projects in the surrounding area.

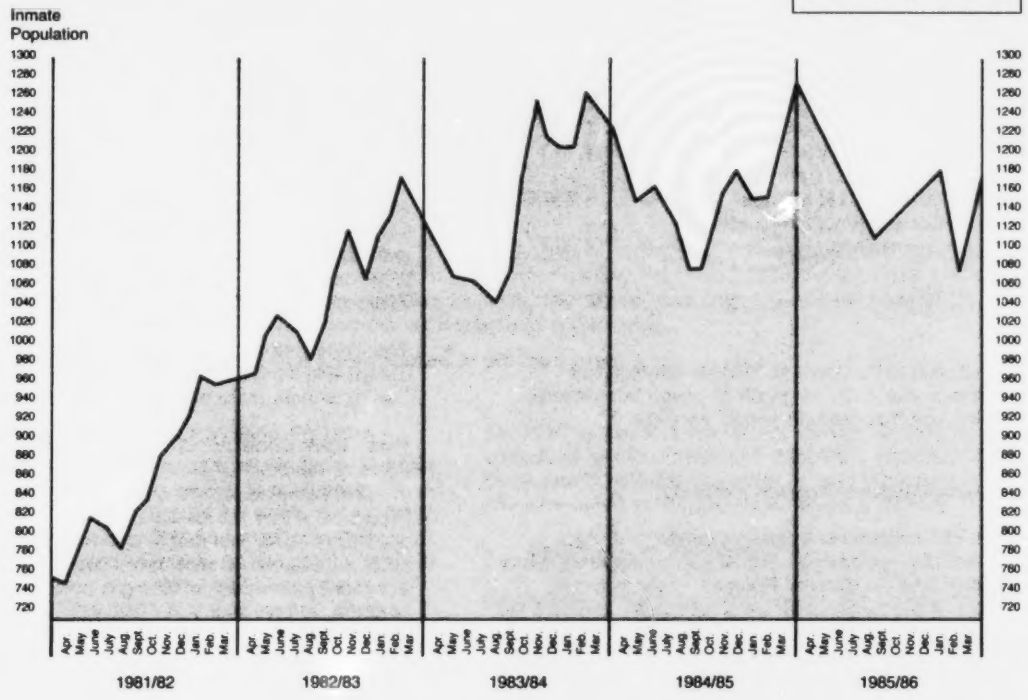
- The Battlefords Community Correctional Centre provides services to offenders from the Battleford area serving sentences of less than 12 months.

- A Community Correctional Centre administered by the Northern Region is located at Buffalo Narrows. This facility receives non-violent male offenders directly from court or by transfer from Prince Albert Correctional Centre.

Saskatchewan Prison Population

1981/82 to 1985/86

NOTE: Changes in daily counts are due primarily to changes in admissions and/or average sentence lengths from year to year.



- **Community-Training Residence**

The Community-Training Residence program provides opportunities for selected offenders, both sentenced inmates and probationers, to participate in community activities which promote responsible social behavior and work patterns after their release. These activities include employment, vocational and academic training, and treatment for alcoholism. Five community-training residences, two in Regina and one each in Saskatoon, Prince Albert and North Battleford, are maintained as a base for the program for male offenders. Each residence is a large leased family style home capable of accommodating about twelve offenders.

Residents pay room and board during their participation in the program. They are encouraged to get involved in family and social activities that will help them learn to cope with the ordinary demands of society after release. Many participants have a full-time job they retain after release.

Female offenders from Pine Grove Correctional Centre participate in the work, vocational training or educational aspects of the Community-Training Program; however, they return daily to the correctional centre.

TABLE 20

COMMUNITY TRAINING RESIDENCE PROGRAM STATISTICS 1981/82 to 1985/86

	1981/82	1982/83	1983/84	1984/85	1985/86
Cases Discharged During the Year	420	445	456	512	468
Total Days on Program	17,741	18,452	19,907	23,630	24,223
Total Earnings and Training Grants	$227,000	$218,052	$278,000	$293,620	$500,550
Board and Room Paid By Inmates to C.T.R.'s	$ 83,000	$ 96,016	$107,760	$116,890	$133,800
Support to Dependants	-	-	$ 30,900	$ 43,226	$ 48,315

- **Correctional Camps**

The Province maintains eight correctional camps operating as satellites to correctional centres in various locations throughout the province. An additional camp, administered by the Northern Region, is located at Besnard Lake. Unlike the satellites, Besnard Lake Correctional Camp is an independent facility that receives admissions directly from court.

These facilities, for male inmates, provide a positive work and living experience for those who require a low level of security. The majority of work performed involves development and maintenance of public camping sites and recreational areas in the province's provincial parks. Some camps also perform fire fighting duties, forest harvesting operations and community service work.

- Satellite camps for the Regina Correctional Centre are located at Echo Valley and Buffalo Pound Provincial Parks.
- Prince Albert Correctional Centre has satellite camps at the White Gull and Meadow Lake Provincial Parks as well as an Urban Camp.
- An Urban Camp (officially opened in September, 1983) is located adjacent to the Saskatoon Correctional Centre while a satellite camp for the Centre is situated at Danielson Provincial Park.
- Construction of a new facility, Waden Bay Park Camp, began in 1985/86. Although not scheduled for completion until the fall of 1986, temporary units on the site house up to 12 inmates.
- At the end of 1985/86, the eight satellite camps (including the temporary facilities at Waden Bay) and Besnard Lake Camp had a total capacity of 257.

Table 21

NEW ADMISSIONS 1985/86

	ADMISSIONS*		
Correctional Facilities	**Sentence**	**Remand**	**Total**
Regina	2,248	1,082	3,330
Prince Albert	1,736	696	2,432
Pine Grove	536	145	681
Saskatoon	1,563	1,595	3,158
Battlefords	497	-	497
St. Louis	278	-	278
Buffalo Narrows	162	-	162
Besnard Lake	101	-	101
TOTAL	7,121	3,518	10,639

* New admissions only (**NOTE:** There were 1,020 transfers between correctional facilities. Of the 1,020, 289 were transfers to St. Louis).

TABLE 22

Correctional Facility	16	17	18	19	20	21	22	23	24	25-29	30-34	35-39	40-45	45-49	50+	TOTAL
Regina	6	46	139	162	176	168	150	136	114	423	265	172	117	74	100	2,248
Prince Albert	18	25	120	104	139	125	108	110	99	353	214	130	84	46	61	1,736
Pine Grove	6	14	26	41	24	38	47	30	25	108	77	55	21	14	10	536
Saskatoon	8	30	80	91	92	111	107	79	72	377	193	124	87	57	55	1,563
Battlefords	4	4	26	50	55	51	28	33	25	61	54	26	33	25	22	497
St. Louis	1	1	5	13	15	18	17	13	14	58	30	30	17	18	28	278
Buffalo Narrows	1	2	16	16	15	14	14	15	12	26	14	10	3	2	2	162
Besnard Lake	0	2	15	11	10	14	6	4	3	17	9	4	2	1	0	98
Wadin Bay	0	1	0	1	0	0	0	0	0	0	1	0	0	0	0	3
TOTAL	44	125	427	489	526	539	477	420	364	1,423	857	551	364	237	278	7,121

* New Admissions only (NOTE: There were 1,020 transfers between correctional facilities. Of the 1,020, 289 were transfers to St. Louis).

TABLE 23

PROVINCIAL CORRECTIONAL FACILITIES
NEW SENTENCED ADMISSIONS* BY MAJOR OFFENCE 1985/86

	Against Person	Narcotics	Against Person	Drinking/ Driving	Misc.	Prov. Acts	TOTAL
Regina	772	69	504	439	110	354	2,248
Prince Albert	580	46	356	313	83	357	1,736
Pine Grove	194	12	140	87	26	77	536
Saskatoon	544	57	427	257	61	217	1,563
Battlefords	93	3	94	119	27	161	497
St. Louis	9	0	2	264	0	3	278
Buffalo Narrows	41	1	35	22	22	41	162
Besnard Lake	46	2	34	13	5	1	101
TOTAL	2,279	190	1,592	1,514	330	1,211	7,121

IV Management Services

As part of an organizational change implemented by the Department in January, 1985, various central management and program support services were relocated in a new Management Services Division. The objective of this measure was to achieve closer coordination, improved efficiency and increased effectiveness in the delivery of support services to senior management and operational components. The new Division is composed of the following Branches - Administrative Services; Human Resources; Systems; Policy, Planning, and Evaluation; and Communications.

Administrative Services Branch

The Administrative Services Branch provides centralized management support services to the Department. The principal responsibilities of the Branch include financial management, budget preparation, revenue and expenditure accounting, property and procurement, mail and records, space and accommodation, and development of administrative and management policies.

The Administrative Services Branch realized many significant accomplishments in 1985/86 that improved levels of service to the department.

- A number of key senior positions were filled during the year including the Director, the Controller and the Manager of Financial Services. This allowed the Branch to respond to growing expectations for administrative support throughout the Department.
- A number of organizational changes were also implemented. The Mail and Records and Property and Procurement Units were amalgamated. Responsibility for space management was reallocated to Administrative Services. Changes in reporting relationships were implemented to improve effectiveness.

Branch Highlights

- Developed and implemented a restraint program that assisted the Department in budget management during 1985/86;
- Participated in the development and approval of the 1986/87 Department budget;
- Improved timeliness and accuracy of the Department's fiscal forecasts;
- Redistributed workflows in the Accounting Unit - clearing the backlog and producing unprecedented turnaround times;
- Implemented the government's new automated Revenue and Expenditure System;
- Planned and executed the Department's central office location move;
- Provided the leadership role in the Zero-Base Budget Review conducted during 1985/86; and
- Received departmental revenues of $32,035,225 against expenditures of $104,998,320 (unaudited).

Human Resources Branch

The Human Resources Branch provides central personnel support services to the Department on an ongoing basis in personnel administration, payroll, labour relations and staff training.

Human resource services administration is governed by the department's overall manpower utilization and development plan. From the statement of broad objectives, the branch extracts recruitment strategies, classifications plans, compensations packages, performance planning and review procedures, employee relations strategies and training and staff development needs and goals.

Branch Highlights

- Provided assistance to Corrections and the Public Service Commission in the resolution of a significant number of outstanding labour relations matters.
- During the year in review, implemented a number of significant changes related to the organization of staffing and classification responsibilities within the government.
- Developed and implemented a plan for maintaining essential departmental services during the period of job action by unionized employees.
- Implemented a new classification and compensation system for management and professional employees within the Department. This also involved the introduction of a new performance appraisal program.
- Unprecedented volumes of transactions were handled in the Payroll and the Personnel Data Units.

TABLE 24

COMPARATIVE STATISTICS ON STAFFING ACTIONS HUMAN RESOURCES BRANCH

	1983/84	1984/85	1985/86
Permanent Appointments	151	205	71
Part-time/Temporary Appointments	329	211	174
Classification Requests	60	55	54

Training Highlights

- Provided over 10,000 person/days of training to departmental staff through internal and contracted resources. Approximately three-quarters of this training was provided by Departmental personnel.
- The Training Unit again co-ordinated the Corrections Worker Training Program. Under this program, trainees receive 16 weeks of formal training prior to their commencement of full duties within a correctional centre. In 1985/86, thirty-nine trainees graduated from the program as compared to thirty graduates in 1984/85.
- Provided management and supervisory training to the Department in these areas:
  - Orientation to Supervision
  - Communication Skills for Supervisors Managing Human Performance
  - Personnel Recruitment and Selection
  - Staff Relations
  - Situational Leadership
  - Conflict Management
  - Time Management
  - Making Presentations
  - Writing for Results
  - Executive Development Program
  - Administrative Development Diploma Program
- Courses were offered for the first time on Leading Effective Meetings, Stress and Self-Management, Control Theory for Case Managers, and Office Management.
- The Training Unit also provided liaison for Public Service Commission courses and operated textbook and tuition rebate and education leave programs.
- As part of the Department's commitment to implement a human resources management program known as, "Managing Human Performance", the Training Unit, and selected departmental employees, were trained as facilitators.
- Produced the annual Justice Calendar of Training Events, including a training resources/films inventory.
- Facilitated career counselling for Department of Justice employees.

Systems Branch

The Systems Branch provides support and direction to the department in reviewing, developing, implementing and maintaining automated systems. The branch also provides centralized data entry services. In order to meet its objectives the Systems Branch is responsible for:

- evaluating existing and proposed systems in cooperation with the program managers;
- conducting feasibility studies;
- providing advice and recommendations to all levels of management concerning solutions to system problems;
- co-ordinating the systems activities of the department with central agencies such as the Systems Centre, SaskComp, the Information Technology Branch of the Department of Supply and Services, and the Canadian Centre for Justice Statistics;
- managing third-party contracts for development and maintenance of systems;
- developing and managing the departmental systems budget;
- providing maintenance and operational support for all departmental systems;
- providing technical support on hardware and operating system software; and
- project management for new systems development and enhancement projects.

During 1985/86, the demands in the Systems area increased significantly. To accommodate these heightened expectations,several changes were made in the organization of the Systems function.

- Systems was established as a separate branch reporting at a Senior level within the Department.
- Responsibility for data entry services was assigned to the Systems Branch.
- Activities unrelated to Systems, that had been the responsibility of the Director of Systems (e.g. property and space management functions), were assigned elsewhere in the Department.

The Branch was also extensively involved in organizational development.

- A Systems Plan was developed and approved by the Department.
- Policies and procedures relating to systems development and support were developed and approved.
- Several changes in the budgeting and management of systems expenditures were implemented.
- In order to carry out the workplan of the Branch, additional staff resources were planned for. Some staffing was completed during 1985/86 (e.g. the secondment of a Senior Systems Analyst from the Canadian Centre for Justice Statistics). Other positions, to be staffed in 1986/87, were approved and classified during 1985/86.

In addition to those developments, significant progress was made on a number of systems projects:

- Phase I of the Justice Automated Information Network, a project which provides automated support to the prosecutions and the court component of the justice system, was implemented in Saskatoon. This was a major landmark in the development of the JAIN system. The system has since been expanded and is now available throughout the province.
- Phase I of the Automatic Enforcement of Maintenance Orders system was implemented.
- The Telephone Enquiry Centre was implemented in the Personal Property Registry.
- A review of Corrections Division systems requirements was completed.
- Development started on incorporating the Provincial Court Management Information system into the JAIN system. This enhancement to the JAIN system will permit more efficient processing of Summary Offence tickets and will improve service to the public.
- A feasibility study on the Chief Surveyor's Index was completed and the automation of this office is currently underway.
- As a result of new legislation, a feasibility study was completed on the **Young Offender Act** systems requirements.
- Arrangements were made to transfer hardware from City Hall to the Continental Bank Building as part of the move of the central office location. In addition, as part of the relocation of the Legislative Drafting function to the Department, this system was transferred and upgraded.
- The Key-Edit Unit handled record volumes during 1985/86. Personal Property Registry work, the major component of data entry requirements, was up 11% over 1984/85 levels.

Policy, Planning, and Evaluation Branch

Policy, Planning and Evaluation Branch provides central program support services with special emphasis on criminal justice issues. Branch personnel during 1985/86 numbered four professional staff (including the Department's librarian), two temporary research officers and two clerical support staff. Activities within the Branch focus on strategic planning, policy analysis, program development and program evaluation. The Branch is also responsible for administering the Department's library service and providing consultation on operational issues to Divisional and Branch Heads on an ongoing basis.

Limited space in central office required branch operations to be conducted from a separate location during the early part of the 1985/86 fiscal year. The Department moved to a new central office building during the fall of 1985, permitting the offices of the Branch and Management Services Division to again be fully integrated.

The position of Branch Director was filled by year's end.

Other highlights of the year's operations include:

- The initiation of a major research project on wife battering with funding assistance from the federal Ministries of Justice and Solicitor General. This project was substantially completed during the fiscal year. The project will determine the scope of wife battering in Saskatchewan and the impact of the justice system's response to the problem.
- Substantial completion of evaluations of the Community Services Order and Managing Human Performance programs initiated in 1984/85.
- Implementation of a number of significant improvements in the Department's library service. Improvements include the development of effective index and circulation systems, material inventories and procurement processes.

- Preparation of background research papers and documentation on a variety of justice related issues - including fine collection methods, fine default standardization, regional sentencing patterns and adult courtworker services.

- Co-ordination of the Department's 1984/85 Annual Report. Initial preparation of updated public information pamphlets on victim services, court processes and "Women and the Law" was also completed in co-operation with Communications Branch.

- Branch staff represented the department in a number of planning initiatives involving the federal and provincial governments and the private sector. Crime prevention, family violence and services to senior citizens were some areas involved in these initiatives.

- Providing assistance to the Senior's Bureau in the planning of a seniors forum and a major conference dealing with the topic of crime and the elderly. Branch staff also actively participated in these conferences.

- Initial research and planning activities, in consultation with senior management of the Department, were completed on a proposed study of decision making patterns in the criminal justice system.

Communications Branch

The Communications Branch was established midway through the 1984/85 fiscal year with the establishment of the Director of Communications position.

The Branch provides the central support resources necessary for the Department to meet its communication objectives. Providing central support entails responsibility for the following activities:

- consultation with Branch Managers and the Senior Management of the Department concerning the development and implementation of communication projects;

- review and development of budgets relating to communication initiatives by the Department;

- liaison with all suppliers of communication related services;

- review and approval of all expenditures related to communication initiatives of the Department;

- review and approval of all advertising placement made on behalf of the Department;

- review and approval of all media releases issued by the Department;

- providing primary media contact and consultation for the Department; and

- development of initiatives which will improve the flow of information between the Department and the various publics with which it interacts.

Branch Highlights 1985/86

- Development and implementation of the informational media campaign highlighting crime prevention week.

- Development of provincial crime prevention awards.

- Major involvement in the development of an informational media campaign promoting awareness of the department's maintenance enforcement program.

- Department representation on various interdepartmental committees evaluating a variety of issues including Impaired Driving, Crime Prevention and Family Violence.

- Development and implementation of the Departmental Communications Policy.

- Production of several public information brochures on various Department programs and services.

- Preparation of the first internal newsletter issued by the Department of Justice.

- Development of Justice Update, a publication circulated to members of the Saskatchewan Bar.

- Ongoing media liaison.

- Preparation of the Department Annual Report.